

**Sand Flats Recreation Area (SFRA)**  
**Stewardship Committee Special Meeting minutes**  
**Monday, November 17th, 2025**  
**3:00 pm**

**In Attendance:**

SFRA Stewardship Committee members- Molly Taylor (MT), Mark Pope (MP) Mike Kelso, (MK), Tom Dillon (TD)  
Grand County Commission representative- Melodie McCandless  
BLM- Jennifer Jones (JJ)  
Sand Flats Director Andrea Brand (AB), and SFRA Recreation Technician Matt Olding (MO) via zoom.  
Gabriel Woytek (GW), Grand County Clerk

**Call to Order 3:02 pm**

**Agency Reports**

**Review of Proposed Changes to SFRA 2026 Budget**

AB- First thing for this meeting is to turn it over to GW to talk about the proposed Administration Services changes. Shows proposal.

GW-As you all know there has been this administrative fee or bookkeeping fee that accounts for administrative overhead services provided by general fund monies. Deemed appropriate for the restricted monies from SFRA to recoup the general fund for these services. I have been somewhat fearful and frustrated with state audit. Derivation had never been shared. It badly needed an update with the methodology so I could articulate how that charge has been determined. Ideally done in the spring or summer, I acknowledge that. I don't think it is appropriate for 2025. Place holder not finalized. Need to adopt a policy with the methodology that has been chosen. How you end up budgeting for it there can be some wiggle room.

MT- Is 10% negotiable. Why not 8%?

GW- It has been perceived as if this is being mandated but I was just starting here as it is standard. My office cannot mandate it. Ultimately negotiation will occur with the commission administration.

MT- Category of non- general fund, including 5 different categories of purchase services?

GW- It isn't surgical. This is following rubric at federal level to assess this rate. But acknowledge it does have imperfections. My office is developing carefully an alternate methodology. I make references to 6 departments that provide services. What proportion of their time is spent providing services to other departments? Clerk's office as an example- 50% of \$700,000 budget is dedicated to providing administrative services. We calculated this out for 6 departments and came up with a total bottom line of out of the county's general fund departments how much of those funds are dedicated to providing administrative type services to other departments. With that amount we translated to the total amount of full time equivalent employees across the entire county and how that translates into hours worked and how that translates to administrative costs per hour. That number is used to apply to a department such as SFRA employs this many full time equivalent employees at this many hours and this is the amount per employee per hour. New proposal for how we can assess the administrative services fee.

AB- The goal is to figure out what we are costing the county. In the 10% scenario looking at fees to HR, HR has a budget of about \$400,000 a year and let's say there's 300 employees in the county that ends up about \$1,300 per employee for personal services, payroll and health insurance to be processed. For SFRA \$648,000 is the wages and benefits budget so \$64,800 would be transferred to the county for administering our wages and benefits and if you divide that by 10 employees that would mean it's costing almost \$6500 per employee as compared to the other departments, where it's only \$1300 for an employee. Wish we could get more exact with costs like I do when I calculate Search and Rescue costs associated with SFRA. Maybe SFRA should go back to doing some of these things ourselves like taking care of our own office and yard to save money. For clerk's office you could come with the average cost to process our payments, cut checks, etc. Treasurer came up with a percentage of time that is spent for all departments, take 34% of that and divide by number of departments that use this.

GW- Valuable conversations to come up with the most common sense approach. Becomes a challenge as we assess this fee for 4 different departments. 10% approach would be simpler.

AB- I think some of these items should be assessed differently, for example \$85,000 contract assessed at 10% when Clerk's office only writes 11 checks a year seems like a lot to me.

MT- I think 10% shouldn't apply to contract services.

AB- Search and Rescue \$15,000 transfer shouldn't cost \$1,500.

GW- Clearly should not be included. Capital projects and grants line item budgets are not in there either.

MP- What other departments are paying these fees?

GW- Road Dept., MOT and Trails.

MT- SFRA is unique in that it brings in money.

AB- What about what SFRA gives to others? The time director spends helping MOT and GCATT and Responsible Recreation committee and helping provide guide training each year? Give invoices to the other departments? We are all county though. I am happy to get into the details and make it work.

MT- Where did the \$40,920 come from?

MM- How long has this been charged?

GW- I think since 2021 and we don't know how these fees were calculated.

MT- Has anyone looked, is the \$41,920 not enough to cover Admin. Fees? It is about 5% of SFRA budget.

MM- Interested in the new one.

GW- It is higher than this. Way of measuring department activity.

MT- Do we have an ability to cap the salaries and benefits?

MT- How about just applying it to wages, salaries, HR and fringe benefits.

GW- I like it because it is straightforward and replicable.

AB- Get ideas out there.

GW- Whether you do it by personnel or operational budget is different. Asked departments think of yourself as a subcontractor when you come up with these costs.

MP- Not all departments use the services the same.

GW- We will get second approach out and narrative to go along with it.

AB- Just to let you know the history since at least 2004 SFRA has been paying \$5,000 to the Clerk's office every year until 2021 when Chris Baird changed it to \$40,930.

GW- We don't have a goal to come up with more revenue.

## **2026 Budget continued**

AB- Goes over budget spreadsheet and the line items that were reduced to save \$7,000 from the budget and \$700 in Admin fees if 10% proposal is used. Reduced budget for Travel, Building and Grounds, Professional Contract Services,

MP- But they may charge you for the engineering?

MT- They want it to be simple and across the board.

MM- Biggest thing is these are restricted funds. Because restricted funds may have been used improperly or not in the past and getting in trouble with the state auditor, people in the commission are really pushing back. Should have been discussing this in the summer, not in the middle of budget season. Commission could say let's do this next year.

MT- Good to clarify it, don't have to apply it to everything.

AB- Or look at what costs really are to the departments. Like the way GW asked Chris Kauffman how much he spends for deposit, investing and reconciling and he said 34% and then you can use this amount and divide it amongst all departments and figure out the costs.

MM- Some departments are bigger than other departments. I like the number of people per departments but he says it will end up more. Shocked, needs to make sure numbers are right.

TD- Could have a base cost and then this much per person. Maybe should not be based on salary, two departments could have the same number of people but salary is a lot more. Some things you charge 10%, others 5% and HR is a larger percent. Like a tax return. Rather than 10% across the board.

MT- Costs spelled out in this box on form with service costs of 10%.

AB- SFRA HR argument under 10% scenario, SFRA would pay \$65,000 to HR, that would be \$6,500 per employee when the HR department budget divided by number of county employees only works out to approximately \$1,500 per person.

MP- What is biggest service they provide?

MM- This is all a suggestion, 10%. Clerk's office has had push back, we want it itemized and not just this generic box. Chantel, Finance officer showed me break downs for each department as a draft.

MT- Otherwise we should argue for less than 10%.

MM- Can take anywhere from 3 to 10%. Depends on what the commission chooses but needs to be a reason across the board. Can't just take restricted funds and put them into our general fund.

MT- Why would indirect cost rate apply to number 6 Contract services? Some of these things should not be included. When you are paying Emery Telcom to run videos, why does money go to the Clerk's office? What are things based on and why that percent? It seems arbitrary.

MP- You shouldn't have to change budget like this. If this is tied to actual services provided you should not have to cherry pick items to bring admin fees down.

AB- I thought this was definitive.

MM- Last commission meeting we were try to figure this out.

MT- They would be making \$8,500 for cutting some checks for toilet services.

MP- I think all other departments can make the same arguments.

AB- I talked to Cody McKinney at Road Dept. about this. And Maddie said she hadn't seen it yet. Next item is director position, current job description and updated job description. Right now it is a grade 14 and department heads range from 14 to 18. I have been working with HR about reclassifying the position. HR, Tess Barger has done presentations on reclassifying some positions. Some of the reasoning I presented to HR and my supervisor is- the visitation to SFRA has increased 39% since 2017, the commercial users have increased 40% and we help BLM with

monitoring, increase in visitation has required the director to assess and resolve new challenges for operations, facilities and maintenance. Facilities continue to be improved to meet visitation needs, capital improvement have involved improved and expanded campgrounds, expanded campgrounds in C and D, built the shade structures for the group sites, added group sites, added new parking lot at Potato Salad Hill, we changed trailheads at Fins and Things and Hell's Revenge, new toilets and signage. These improvements have garnered 43% increase in trail mileage, and 25% increase in number of campsites. Also since 2017 the partnerships and how the county has grown, and what is required of the director to work with these partnerships that include GCATT, MOT, MTC, the Responsible Recreation Committee. And this position requires collaborating with many entities to achieve SFRA, BLM and County goals, works with EMS, LE state, federal and Sheriff and Search and Rescue and EMS and more. Level of the fiscal responsibility, process for fee increase has become more complex. Also expanding the marketing and promotion with all the films we have done over the years, improving social media and TV station. Reclassification would change the position from a 14 to 16 and this would increase costs and benefits \$14,000 a year. Hourly wage is \$52.16, change to \$57 an hour. Annual salary would go from \$108,503 to \$119,625.

MM- Total for SFRA salaries?

AB- Clerk's office data is in error, at \$465,000 and it actually should say \$444,812. I sent this to Gabriel last week. With the proposed change it would be \$455,934. The benefits are relative to salaries. Shows group hours for seasonals and GW had some of the hours wrong.

MP- Are they looking at every department head?

AB- No this is just a reclassification. They plan to do a compensation study in the future. The 2021 compensation study did not include most department head positions. SFRA staff positions increased but not mine. I won't be here forever, this reclassification at least would bring starting wage over \$40 an hour.

MM- They plan to do a compensation study.

MP- You need to incentivize people by increasing their grade. Completely appropriate.

MM- County employees get longevity and pay for performance.

AB- Quinn Hall said county does really well with compensation for up to grade 13 but then above that they can't compete with other entities.

## **Citizens to be Heard**

No citizens

## **Discussion Items**

### **Fee increase**

AB- Go back to business plan from 2023 it says that we should make all these changes by 2025. Plan is to bring the annual pass up to \$30, not \$50 and the camping from \$15 to \$20 per vehicle. This should bring in \$98,135 more with camping and then the annual pass will bring in about \$6,000 more.

MP- Has been \$25 for a long time.

JJ- I think it is a good value especially since you can volunteer. I support it and advocated for it in the business plan. Up to the group.

AB- You already voted for the range and the commission did as well in 2023.

MM- What is the daily fee?

AB- \$10 for a week.

MK- makes a motion to change the annual pass from \$25 to \$35.

MT- \$40?

MP- Seconds the motion.

MT- How about \$40, two 20s?

AB- Votes to change annual pass to \$35. All vote in favor, MT against, (wanted \$40)

JJ- What are your costs to change the fee?

AB- Fees are listed in big brochure and on the booth sign and fee envelopes. Have to get stamps and stickers to modify.

### **Porcupine 4x4 trail work**

AB- Contract with Dave Cozzens, Clif Koontz of MTC and Carson from the state trail crew and Brenden McGann of Sand Flats are working up there today. Wednesday, Thursday work won't happen now because of an issue with the machine. Shows aerial view of three site locations on Porcupine Rim 4x4 trail. MP and MT walked out to see the sites with AB, Cliff Koontz, Brenden and other MTC members earlier this month. Years ago Road Dept. did work on the trail and they broke their equipment. \$4,900 contract with Dave Cozzens, \$100 an hour. MO shares photo of roll over he witnessed on the trail; seen 3 at least. A lot of people don't like to stack rocks and get out of their vehicles.

MT- Budget workshop, commission will assess the Admin costs?

MM- Public is welcome to come and it is live on zoom. GW sets the agenda. I think we will need to have a lot of meetings. Printed 79 budget pages today and going through it. I don't think Admin fees will be solidified tomorrow.

MP- Hats off for going through this process.

MM- GCATT was \$18,000 now \$33,000. Yours was \$40,920 now \$88,000. GCATT went from \$77,000 to cap of \$250,000. MOT was \$20,600 and was increased to cap of \$250,000.

MT- You have to define what budget it is going to.

MM- Roads \$3,535,000 and MOT \$3,900,000 take 10% of their 3 million plus and it is over 250,000 cap. GCATT is \$234,000 and SFRA is \$843,000 and take 10% of those.

MT- Look at applying it to just salaries.

AB- Like the Treasurers calculations at 34%.

MP- Needs to be consistently applied to each department.

MM- I talked to other counties and they don't have a set up like this. I asked if they charge fees to their non-general fund departments and they said they don't. It will be discussed tomorrow but still up into the air.

MT- Let's do landscaping out front on a volunteer basis. Like what the city has done nearby. Need drip system, native plants. SFRA rents this building?

AB- No SFRA paid for this building.

MT- As a member I would be willing to take this on.

MM- You don't pay to lease the land?

AB- No, SFRA fees paid for the building and all improvements to the grounds. Back in 2015 when BLM had us move out of their property after 20 years, we ended up with EMS in the old Senior Center and stayed for 5 years. In 2015 SFRA paid for old sheds to be removed and put our sheds here and paid for electric from pole to our sheds. Then in 2020 we paid for the old

house to be torn down and utilities to be put in for the new building. We had contactors do the concrete work and the metal ramp and stairs. We brought GCATT over with us.

## **Adjourn**